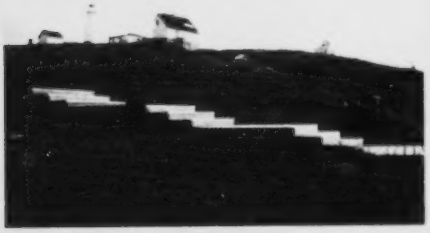
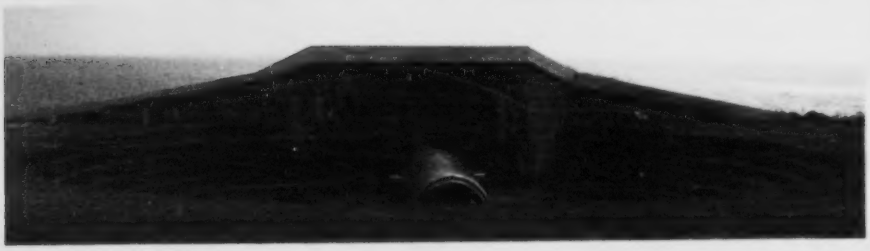
Cape Spear

NATIONAL HISTORIC SITE
OF CANADA

Management Plan





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APRIL 2004

CAPE SPEAR

NATIONAL HISTORIC SITE
OF CANADA

Management Plan

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BOTTOM: *Bill Hockey 2001* BACKGROUND: *André Cornellier 1991*

Foreword

Canada's national parks, national historic sites and national marine conservation areas represent the soul of Canada. They are a central part of who we are and what we are. They are places of magic and wonder and heritage. Each tells its own story. Together, they connect Canadians to our roots, to our future and to each other.

What we cherish as part of our national identity, we also recognize as part of our national responsibility. All Canadians share the obligation to preserve and protect Canada's unique cultural and natural heritage. Together, we hold our national parks, national historic sites and national marine conservation areas in trust for the benefit of this and future generations. To achieve this, practical action grounded in long-term thinking is needed.

These principles form the foundation of this new management plan for Cape Spear National Historic Site of Canada. May I offer my deep appreciation to the vast range of thoughtful Canadians who helped forge this plan. I am especially grateful to our very dedicated team from Parks Canada and to all those local organizations and individuals who have demonstrated such good will, hard work, spirit of co-operation and extraordinary sense of stewardship.

In that same spirit of partnership and responsibility, I am pleased to approve the Cape Spear National Historic Site of Canada Management Plan.

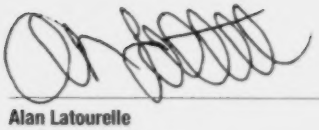
David Anderson

David Anderson
Minister of the Environment

105-00009/

Recommendations

Recommended by:



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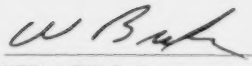

William (Bill) Brake
Field Unit Superintendent
Newfoundland East Field Unit, Parks Canada

Executive Summary

The vision and management direction outlined in this management plan serve to ensure the commemorative integrity of Cape Spear National Historic Site of Canada. The statement of commemorative intent for the Site, the programs in place for the protection and presentation of the heritage values of the Site, the financial capability of the Field Unit and the Site's role as a cultural and natural destination have all contributed to the development of this management direction. Major additions or physical changes to the Site are not proposed at this time; the fundamentals at Cape Spear National Historic Site of Canada are for the most part fitting. Some aspects of the Site's heritage presentation program need to be refocused and some of the Site's facilities need to be evaluated to determine if they are appropriate and if they can accommodate future visitors. Future changes must be sure to respect the public's desire to not overdevelop or commercialize the Site and to ensure better care of the Site's Second World War coastal defence complex. Off-site, Parks Canada needs to engage Canadians more by being more effective and proactive in external communications.

Key management direction:

Heritage Protection

- Create a Site Dossier, including updated information about current and past management decisions and actions affecting the Site's historic structures and other in-situ cultural resources
- Develop and implement a Conservation and Maintenance Plan for the Site's built heritage and historic objects; develop and implement a Disaster Emergency Response Plan for historic objects, that includes assessment of risk from threats including fire and that addresses security needs
- Assess proposed site developments using the Site's commemorative integrity statement and Parks Canada's Cultural Resource Management Policy; assess and mitigate visually obtrusive site elements as they are recapitalized or replaced
- Provide input to the planning processes of other municipal, provincial and federal agencies to encourage land use adjacent to the Site that is compatible with the Site's commemorative integrity values
- Submit the former lightkeepers' residence/visitor centre to the Federal Heritage Building Review Office for evaluation
- Ensure the appropriate protection and management of site archaeological resources and landscape vestiges associated with lightkeeping and defence by establishing and maintaining an inventory of the resources, monitoring the resources, and respecting these resources in site planning and management
- Evaluate conservation options for the stabilization of the Second World War coastal defence complex
- Work with external agencies or organizations to ensure that heritage values of Cape Spear NHSC are understood and respected

On-site Heritage Presentation

- Develop a Heritage Presentation Plan that fills gaps and refocuses efforts toward the new commemorative integrity statement, and revise the heritage presentation offer in accordance with this Plan
- Develop an enhanced orientation area that contributes to the objectives of the Heritage Presentation Plan

- Work with others to offer proposed additions to on-site programming

Outreach

- Develop a comprehensive school program in conjunction with school curricula and in collaboration with the Parks Canada National School Curriculum Program to be delivered on-site and off-site
- Improve the Cape Spear NHSC Web site to serve as the primary external relations tool
- Guide, encourage and support the development of material by Parks Canada or by others that provides information about the system of national heritage protected areas, Cape Spear NHSC or themes related to the heritage values of Cape Spear NHSC

Marketing

- Revise and update Cape Spear NHSC marketing information for both internal and external use to better suit target audiences, to reflect site, corporate and system messages and to incorporate public safety messages
- Cross-promote other heritage attractions with links to Cape Spear NHSC in the region and at other Parks Canada sites
- Work on an ongoing basis with others involved in tourism marketing or provision of tourism services in the province to ensure their marketing efforts are respectful of Parks Canada's objectives and the national historic significance of Cape Spear NHSC

Natural Resources

- Update the Natural Resource Inventory and Evaluation for Cape Spear NHSC

Visitor services

- Develop a Site Development Plan that assesses existing facilities and services, and recommends action to recapitalize facilities and provide new facilities or services at Cape Spear NHSC
- Strive to ensure public safety at Cape Spear NHSC, by communicating messages to visitors on-site, using outreach and marketing to prepare prospective visitors for their visit, and by updating and implementing the Public Safety Plan
- Evaluate and/or screen any new developments or operational activities using the Site's commemorative integrity statement, Parks Canada's Cultural Resource Management Policy and the *Canadian Environmental Assessment Act*

Research

- Develop a comprehensive and consistent means of gathering visitor information and evaluating on-site interpretation and outreach efforts, through continued use of visitor satisfaction surveys and comment cards and other means
- Work with others to learn more about tourism and travel trends at the regional and national levels

Working with others

- Continue to build on and support the current partnership with the Historic Sites Association of Newfoundland and Labrador
- Seek partnerships for new initiatives identified in this plan, with a priority on activities and actions that contribute to achieving commemorative integrity
- Consult and involve site partners in proposals that affect their operations
- Explore options for management of the property currently located within Cape Spear NHSC owned by Fisheries and Oceans Canada

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1.0 Introduction

IMAGE 1. The historic Cape Spear Lighthouse, located on a ridge overlooking St. John's Bay. *André Cornellier 1999*

Canada's national historic sites exemplify thousands of years of human history and hundreds of years of nation-building; they are part of the inheritance of all Canadians. The legislative authority for the national historic sites program is the *Historic Sites and Monuments Act*, which gives the responsible Minister the authority to commemorate national historic sites.

The Parks Canada Agency has the mandated responsibility to ensure the commemorative integrity of the national historic sites under the *Parks Canada Agency Act*. This *Act* requires that for every national park and national historic site that Parks Canada administers, a management plan must be developed that establishes long-term management direction. Management plans are the commitment to the nation's public by the Minister responsible for Parks Canada to responsibly protect, present and govern the use of these special places. A management plan must be developed for a site within five years of site establishment, tabled in Parliament, and reviewed every five years.

The principles, practices and values described in the Parks Canada's *Guiding Principles and Operational Policies* (1994), particularly in the *National Historic Sites Policy* and *Cultural Resource Management Policy*, guided this management plan review for Cape Spear National Historic Site of Canada (NHSC), and guide the operation and management of the Site. As a federal property, Cape Spear NHSC must also adhere to other federal legislation, directives and policies such as the *Federal Heritage Buildings Policy* and *Canadian Environmental Assessment Act* (1995).

1.1 THE GOAL OF MANAGEMENT PLANNING

The goal of a management plan for a national historic site is to ensure the commemorative integrity of that site, and guide the application of cultural resource management principles and practices. While respecting this primary goal, the management plan also guides the provision of appropriate opportunities for appreciation and enjoyment of the site. Protection and presentation are both fundamental to the commemorative integrity of a site, since without protection there can be no national historic site to be enjoyed, and without presentation there can be no understanding of why the site is important to the collective history of all Canadians. This management plan presents the direction that will guide Parks Canada and its partners in the protection, presentation and management of Cape Spear NHSC and its associated resources. The management plan is the means by which the Site's commemorative integrity will be ensured.

The previous management plan for Cape Spear NHSC was tabled in 1981. Since that time, Parks Canada's approach to national historic site planning and management has been strengthened and refocused, particularly with the preparation of commemorative integrity statements for those national historic

sites administered by the Agency.[1] A commemorative integrity statement was developed for Cape Spear NHSC and approved in 1999. The commemorative integrity statement informed the development and selection of management direction in this management plan.

This management plan for Cape Spear NHSC is the product of a review process that began in June 2000, undertaken by a multi-disciplinary team with expertise that included site operations, architecture and landscape architecture, history and archaeology. The revised management plan reflects input received during meetings with and from documents submitted by the general public and key stakeholders.

1.2 BACKGROUND

A lighthouse was established at Cape Spear in 1835 to guide mariners into St. John's Harbour, Newfoundland, which was at that time the mercantile centre of the Newfoundland fisheries. The lighthouse was the first coastal lighthouse in Newfoundland and the first public work undertaken by the Newfoundland Colonial Legislature.

Located on a ridge overlooking St. John's Bay, the lighthouse was built as a square two-storey residential structure surrounding a central stone tower. The fine detail of the exterior reflects the stylistic influence of British classicism. The lighthouse was one of three similar lighthouses built on the coast of Newfoundland during the next decade. Throughout the 19th century, a variety of alterations were made to the lighthouse. Principally, alterations included the construction of additions to accommodate the Cantwell family, the lightkeepers who have been associated with the lighthouse since 1846.

By 1839, Cape Spear was part of a commercial signalling system that St. John's merchants established to provide advance notice of the arrival of cargo ships. Flags were used for communication between the Cape Spear lighthouse and the signal station at Signal Hill.

During the Second World War, Cape Spear's strategic location took on a new function. From 1941 to 1945, Canadian and American troops stationed at the Cape occupied a large military complex known as Fort Cape Spear. By protecting the entrance to St. John's Harbour and guarding the convoys that gathered there, Cape Spear played a role in the defence of North America and the Allied war effort. Following the war, improved overland access led to Cape Spear becoming a popular local attraction, featuring windswept vistas, a beautiful coastline and the striking lighthouse.

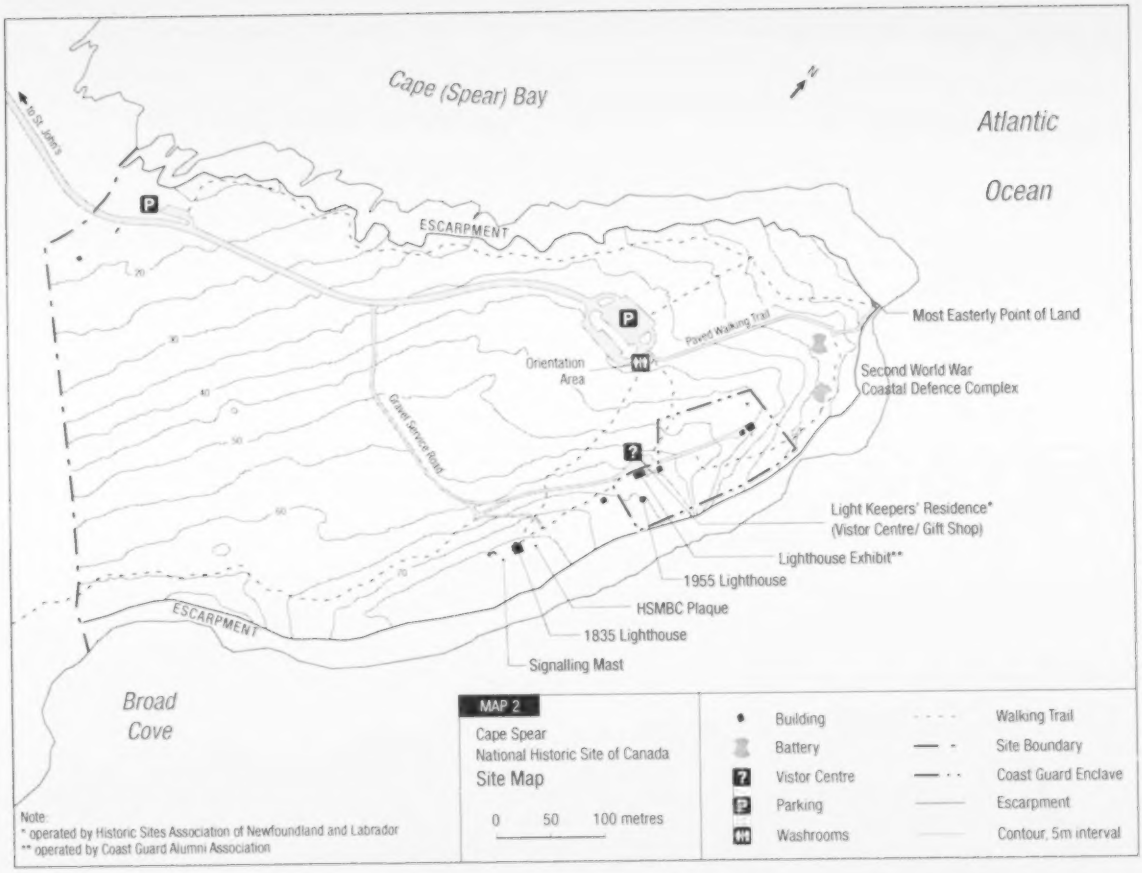
In 1955, a new light tower was constructed nearby and the fate of the original building was in question. Around that time, local heritage enthusiasts renewed attention paid to the Site. In 1962, the Historic Sites and Monuments Board of Canada recommended

IMAGE 2: Aerial view of Cape Spear NHSC. *Parks Canada.*

[1] A commemorative integrity statement is an elaboration of what constitutes the health or wholeness of a national historic site.

that the Cape Spear lighthouse be designated a national historic site because of its age and architecture. The site was acquired in 1964, and in the late 1970s Parks Canada restored the lighthouse to its original appearance and refurbished the interior. Cape Spear NHSC was officially opened in 1983 by the Prince and Princess of Wales.

The administered property of Cape Spear NHSC consists of 49 hectares of rugged coastline; the Cape itself is the easternmost point of land in Canada (see Map 2: Site



Map). The Site's visitor facilities include a paved access road, two parking lots and washrooms. Walkways and stairs lead to the former lightkeeping residence, now the Parks Canada visitor centre housing interpretive exhibits and a gift shop. The residence was part of a contemporary lightkeeping complex that still includes several buildings and an operational concrete light tower. Another of these buildings currently houses a lighthouse exhibit managed by the Coast Guard Alumni Association. These buildings form an enclave within the Site that is administered by the Coast Guard Division of Fisheries and Oceans Canada.

2.0 Importance of Cape Spear NHSC to the System of National Historic Sites

Cape Spear NHSC is the most easterly Site within Parks Canada's "Family of National Historic Sites" that stretches from one coast of Canada to the other. There are more than 890 national historic sites nationwide. Each has had a nationally significant impact on Canadian history or illustrates a nationally important aspect of the history of Canada. Collectively, these sites represent thousands of years of human history and a rich variety of themes, spanning political, economic, intellectual, cultural and social life. In addition to the commemorated sites, more than 570 persons and 350 other aspects of our history, including historic events, have been commemorated for being of national significance.

The Cape Spear lighthouse is one of fourteen lighthouses and one former lighthouse site designated as national historic sites in Canada to date. The lighthouses are located in a variety of settings and are important as they represent various aspects of Canada's lightkeeping history including maritime navigation, engineering and architecture. These sites are powerful symbols of Canada's maritime heritage and are integral to understanding Canadian history, identity and the Canadian experience. By preserving tangible remains of our past and telling our stories, national historic sites make history not just a thing of the past but part of our living present that will help to shape our tomorrow.

National historic sites are owned by federal, provincial and municipal governments, by businesses, heritage organizations and by private citizens. Parks Canada administers 149 national historic sites across Canada and contributes through cost-sharing agreements to the administration of other national historic sites within the family that are operated by others. Our national historic sites are a significant, irreplaceable legacy. By ensuring their commemorative integrity we ensure that they will be here for the benefit and enjoyment of future generations.

3.0 Commemorative Integrity

The cornerstone of the *National Historic Sites Policy* is:

To ensure the commemorative integrity of national historic sites administered by Parks Canada by protecting and presenting them for the benefit, education and enjoyment of this and future generations, in a manner that respects the significant and irreplaceable legacy represented by these places and their associated resources.

Parks Canada's primary responsibility at Cape Spear NHSC is to ensure its commemorative integrity. Commemorative integrity describes the health or wholeness of a national historic site. A national historic site possesses commemorative integrity when:

- The resources directly related to the reasons for designation as a national historic site are not impaired or under threat
- The reasons for designation as a national historic site are effectively communicated to the public
- The site's heritage values (including those not related to designation as a national historic site) are respected in all decisions and actions affecting the site.

The commemorative integrity statement for Cape Spear NHSC is an elaboration of what is meant by commemorative integrity at this specific site. The commemorative integrity statement was approved in 1999.

3.1 COMMEMORATIVE INTENT

Commemorative intent focuses our understanding of what is being commemorated at Cape Spear NHSC. The Statement of Commemorative Intent is a statement of what is nationally significant about the Site, developed with reference specifically to the reasons for this Site's national significance as determined by the ministerial-approved recommendations of the Historic Sites and Monuments Board of Canada.

Statement of Commemorative Intent for Cape Spear NHSC is:

The Cape Spear lighthouse has been designated to be of national historic importance by reason of its age and architecture.

3.2 DESIGNATED PLACE

The designated place refers to the place designated by the responsible Minister on the recommendation of the Historic Sites and Monuments Board of Canada. At Cape Spear NHSC, the designated place is:

The 1835 lighthouse on its original footprint.

The area that is administered by Parks Canada (i.e., administered property) encompasses the designated place and the 49 hectares of headland on which it is situated, known as Cape Spear (See Map 2: Site Map).

Commemorative integrity at Cape Spear NHSC will be achieved when:

- The original 1835 lighthouse is not impaired or under threat
- The significance of the age and architecture of the lighthouse are effectively communicated
- The Site's other lightkeeping history, Second World War remains, its eastern-most location, natural attributes and other heritage values, are all respected and managed appropriately in accordance with Parks Canada's policies.

4.0 Current Situation Analysis

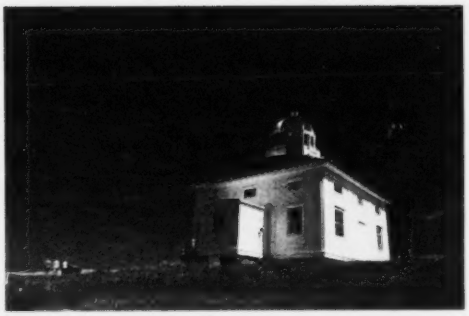


IMAGE 3. 1835 Lighthouse. *Kevin Redmond.*

4.1 STATE OF COMMEMORATIVE INTEGRITY

A. Protecting Level I Resources

The 1835 Lighthouse

The 1835 lighthouse and some structural remains are Level I resources, or cultural resources directly associated with the Site's national historic significance. The architecture of the lighthouse may be described as a square, two-storey residential structure surrounding a central stone tower that supports the lantern and dome.

Because the 1835 lighthouse is federally owned and more than 40 years old, the *Federal Heritage Buildings Policy* required that it be submitted to the Federal Heritage Building Review Office (FHBRO) for evaluation. This evaluation found the lighthouse to be "Classified", the highest heritage rating bestowed by FHBRO. The FHBRO evaluation and heritage character statement will contribute to Parks Canada's management of the lighthouse.

Structure

In Parks Canada's *State of the Parks 1997 Report*, the 1835 lighthouse was listed as stable and in good condition. By the late 1990s, deterioration of metals in the lantern dome were evident. Restoration and repairs were completed in 2001. With these critical elements protected, the structure is now stable.

Other threats to the lighthouse that need to be considered include deterioration of interior floors caused by visitor traffic, lack of access to complete documentation of past architectural work, threat of loss from fire and possibly damage from vandalism. While currently these threats are considered moderate to low, increasing site visitation indicates the need to assess and monitor these threats and prepare for the increased risk that the threats may be realized.

Context

Prominent atop a rocky ridge at the eastern extremity of the nation, with the vast Atlantic Ocean as a backdrop, the Cape Spear lighthouse in its context embodies profound isolation. Yet this sense of place and the cultural landscape may be at risk from development that would diminish the historical value of the lighthouse. Stairs, handrails and service roads were all built prior to the preparation of the Site's commemorative integrity statement, with its clear objectives for protecting the lighthouse and its context. Any future recapitalization of existing infrastructure or new development at the Site will need to better uphold these objectives.

B. Communicating Messages of National Significance

The second element of commemorative integrity is to ensure that the national historic significance of a site is effectively communicated by way of clear messages. Key messages are derived from the Site's Statement of Commemorative Intent.

Message One:

Cape Spear Lighthouse is of national historic significance because of its age.

Fundamental to an understanding of this message is that:

- The 1835 lighthouse is the earliest surviving in Newfoundland, having been constructed in 1835-36 and put into operation in 1836
- The lighthouse survived because it was in continuous use up until 1955
- The 1835 lighthouse was the first in a network of lighthouses installed on the east coast of Newfoundland for coastal navigation
- The 1835 lighthouse was the first "coastal" lighthouse in Newfoundland, in contrast with a "landfall" light such as the lighthouse at Cape Race or a "harbour" light such as the Fort Amherst lighthouse
- The 1835 lighthouse was the first major public work initiated by the Newfoundland Colonial legislature following the granting of representative government in 1832
- Cape Spear as the location for the lighthouse was chosen because of its relationship to St. John's, a major centre of commerce and trade for the Newfoundland fishery

Message Two:

Cape Spear lighthouse is of national historic significance because of its architecture.

Fundamental to an understanding of this message is that:

- The Cape Spear lighthouse was a common type; round masonry towers were common in the early years of lighthouse construction in Canada. Other early lighthouses in Canada share the common elements of a stone tower supporting a metal lantern surrounded by a wooden residence.
- The lighthouse reflects the British classical architectural style. The stylistic influence of British classical architecture is exemplified in: the lighthouse's square massing; its low hipped roof; the symmetrical division of elevations by pilasters with balanced placement of openings, including false windows; the proportion of windows with smaller openings on the upper storey; and the classically derived detailing.

On-Site Heritage Presentation Program

Personal Programming

During the visitor season, the focus of heritage presentation is on guided tours and personal programming. Messages about the commemorative integrity of Cape Spear NHSC are primarily communicated to visitors through a guided tour of the 1835 lighthouse and in discussions with guides stationed at various locations around the Site. No guided tours of the property beyond the lighthouse are available, except by special arrangement. During the visitor season (May-October), site staff include two seasonal full time staff and four student guides; other volunteer or cooperating association staff may provide additional orientation and information services.

This method of message delivery is appropriate but has its shortcomings. Fewer than 20% of the Site's visitors visit the 1835 lighthouse. The structure is difficult to access because of the site topography and the historical architecture prevents wheelchair access. As well, because the lighthouse guides are responsible for both fee collection and conducting tours, it is difficult to ensure that all visitors receive an adequate level of orientation or information. Messages delivered by guides have recently been revised to reflect the commemorative integrity statement. However, the program needs to be revitalized to better engage target audiences and greater continuity from year to year is needed to ensure quality and consistency in communication of messages.

Non-personal programming

The interior of the 1835 lighthouse has been refurbished and rehabilitated to illustrate the 1835-40 period; this refurbished interior is a key part of the non-personal programming offer at the Site.

The visitor centre (located in a former lightkeeping residence) contains interpretive exhibits and a gift shop. The area housing both functions is small, approximately 100 m^2. The exhibits describe aspects of lightkeeping not directly related to messages of national significance. The visitor centre is a climb from the parking lot and is not in an appropriate location to provide orientation and introductory messages to visitors. The small visitor centre receives about one-quarter of all visitors to the Site.

At various points around the Site, interpretive panels communicate information about the Site's history and its natural values. However, the interpretive panels do not form a comprehensive offer with a clear storyline or logical visitor flow. No self-guiding tour brochure has been developed for the Site. Because Cape Spear NHSC is operated seasonally, and because of an increasing number of off-season visitors, non-personal programming on the Site plays a key role in communicating the history and national significance of Cape Spear NHSC beyond the visitor season.

Outreach and Reaching Youth

Most youth and school groups who visit the Site do not take full advantage of what the Site has to offer. Instead of learning about the age and architecture of the Cape Spear lighthouse, the groups prefer to observe whales or icebergs from the Site. Currently, limited means are available to communicate messages to those school groups who cannot visit Cape Spear NHSC; Parks Canada does not have a fully developed outreach program for the Site.

IMAGE 4. Costumed animation on-site. *Dave Taylor 1992*

Recognizing the need to renew heritage presentation, Parks Canada has recently developed national direction for outreach education. This national direction and associated field unit initiatives will provide opportunities for Parks Canada to provide information about Cape Spear NHSC to youth and children.

C. Respecting Other Heritage Values

The goal of the third element of commemorative integrity is to ensure that the other heritage values of Cape Spear NHSC are respected. This means that Level II heritage resources are protected in accordance with Parks Canada's *Cultural Resource Management Policy*, and that other heritage values of the Site are communicated.

Lightkeeping

Cape Spear NHSC contains a range of cultural resources associated with its use as a lightkeeping station beyond the period of the original lighthouse. These include: archaeological remains of additions to the original lighthouse, and a barn, garden and well; a lightkeeping residence adapted for use as a visitor centre; landscape vestiges of roads, pathways and land use activities; and artifacts in the archaeological collection. All of these resources are considered in stable condition.

The Site's non-personal heritage presentation program focuses on the initial 1835-40 period of Cape Spear, the period when the lighthouse was first designed and built. However, visitors have a strong interest in learning more about the Site's main lightkeeping family, the Cantwells, who retain a connection to the Site. This family's stories of life at Cape Spear range from the late 1840s to the 1960s when the lighthouse was declared of national historic signficance.

The contemporary lightkeeping complex consists of two former lightkeepers' residences, an operational light tower and several other small structures built in the 1950s. Parks Canada acquired one of the residences and adapted it for use as the visitor centre. The remaining buildings and the land comprise an enclave within the Site that is owned and administered by the Canadian Coast Guard

Division of Fisheries and Oceans Canada. Inside the Canadian Coast Guard residence, the Coast Guard Alumni Association operates an art gallery exhibiting a collection of paintings that depict the lighthouses of Newfoundland and Labrador. While the lightkeeping complex creates some operational issues and visitor confusion over facilities and fees, it enhances the Site and the visitor experience. Together with the Parks Canada-administered building, the lightkeeping complex reflects the last phase in the evolution of lightkeeping at Cape Spear. The Canadian Coast Guard Division of Fisheries and Oceans Canada has not yet submitted the portion of the lightkeeping complex under its administration to the Federal Heritage Building Review Office (FHBRO) for evaluation. Parks Canada is exploring options for the future management of this enclave property.

The geographic context associated with early lightkeeping at Cape Spear NHSC extends beyond the Parks Canada administered property boundary to the north side of Cape (Spear) Bay. Boats were landed at Cantwell Cove, above which a natural meadow supported gardens and agricultural activities of the lightkeeping families. A path, and later a road, connected lightkeeping facilities at the headland to this area. The area and its features are visible from various points around the Site.

Second World War Coastal Defence Complex

Cape Spear NHSC contains extant remains of Fort Cape Spear, significant as a reflection of past Canadian and American military presence. Although a FHBRO evaluation of the defence complex has not resulted in a heritage designation, Parks Canada considers the complex important to the value of the site's role in the Second World War, and deems it a Level II cultural resource. The most visible elements of the complex are the two gun emplacements with connecting passageways and rooms built into the hillside at the tip of the peninsula. Further away are concrete footings and the remains of a battery plotting room. Near the Site boundary is a water control structure with an underground waterline which was once connected to the military complex.

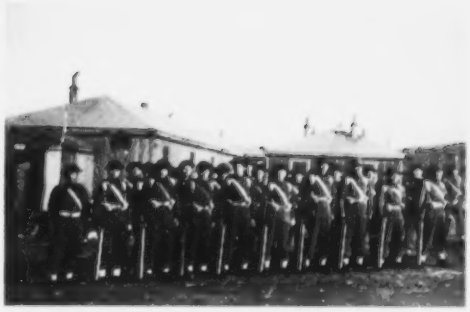


IMAGE 5. Fort Cape Spear, Second World War. *National Archives of Canada*

The public has expressed concerns about Parks Canada's stewardship of these resources, particularly the resources at the tip of the peninsula. The Parks Canada *State of the Parks 1997 Report* indicated that the Second World War coastal defence complex was in "fair" condition and "improving;" however, the report was limited to the resources located at the tip of the peninsula. The battery plotting room is in poor condition. The water control structure and the underground waterline have not been investigated.

Past efforts to stabilize the fortifications in and around the gun emplacements have helped to slow their deterioration, but these are only interim measures. Long-term protection must now be explored. In choosing ways to stabilize and protect the Second World War coastal defence complex, Parks Canada must consider the need to communicate the defence complex's heritage values, while considering access, public safety, security and the environmental impact of possible options.

Cultural Landscape and Landscape Vestiges

The "cultural landscape" of Cape Spear NHSC consists of the areas within the administered property that have been modified or influenced by people. The Site's cultural landscape reflects the evolution of Cape Spear– its lightkeeping history, occupation during the Second World War and role as a local attraction. Visible but not well-understood resources include the footprints of former military and lightkeeping

buildings, and evidence of past agricultural activities and remnants of trails and roads.

A lack of knowledge about the resources may make it difficult to protect these vestiges from human use impact, from future site development activities or from natural processes. Improved information about these resources is necessary to ensure sound decision-making for their protection. Such information can assist in a better understanding of the evolution of the site and should be communicated to visitors.

Historic Objects

Archaeological Collection

Consisting of approximately 300 pieces of ceramic and glass shards and fragments of tools, smoking pipes and slate pencils, the archaeological collection as reported in Parks Canada's *State of the Parks 1997 Report* is in "fair" condition. The collection is located in a secure facility in Halifax, Nova Scotia, managed by Parks Canada's Atlantic Service Centre.

While the physical condition of the artifacts is satisfactory, managers do not have ready access to information about the collection. Ongoing efforts to transfer written records, such as field notes, to archival papers or to electronic form and to catalogue artifacts and photographs will ensure that information about the collection is readily available to managers in future.

Curatorial Collection

When the lighthouse was restored to its original appearance, artifacts and furnishings were gathered from throughout Newfoundland and as needed from the Maritimes to present the lifestyle of a lightkeeper and his family, circa 1840. Altogether, this curatorial collection consists of more than 800 objects, primarily household and lightkeeping equipment and furnishings.

The collection is located in the 1835 lighthouse, with some artifacts associated with the Cantwell family occupation of the lighthouse on display in the visitor centre. A turn-of-the-century tourist souvenir collage of dried plants on display in the visitor centre is evidence of Cape Spear's long history and special significance to visitors; the collage is considered an historic object and a Level II cultural resource. For the most part, the collection is in "good" condition as reflected in the Parks Canada State of the Parks 1997 Report.

Because the lighthouse refurbishment predates the Site's commemorative integrity statement and Parks Canada's *Cultural Resource Management Policy*, this interior presentation may not be in keeping with current Parks Canada policy and direction. The interior setting of the lighthouse needs to be reviewed as part of a broader evaluation of heritage presentation programming, in light of the Site's national historic significance and Parks Canada's *Cultural Resource Management Policy*.

Plaques and Monuments

Plaques, monuments and other objects attest to Canadians' recognition of Cape Spear NHSC as a special place. A Historic Sites and Monuments Board of Canada plaque for Cape Spear NHSC was installed near the 1835 lighthouse, describing its national historic significance. A monument at the parking lot is a reminder of the official opening of Cape Spear NHSC in 1983 by the Prince and Princess of Wales.

At Cape Spear, a number of memorials have been erected for individuals whose lives were lost at or near the Site.

IMAGE 6. Interior view of parlour, Cape Spear Lighthouse.
Pam Corbishley 1997

Natural Values

Cape Spear NHSC has a dramatic natural environment. Cape Spear is the most easterly point of land in Canada. At Cape Spear, visitors experience the Atlantic Ocean and

IMAGE 7. Cape Spear is a popular location for iceberg watching.
Dave Taylor 1991.

coast, many for the first time. Cape Spear is a prime location for viewing icebergs, whales and seabirds. The natural values of the Site, its vegetation and geology, are representative of the area and of interest to many visitors. Information about natural values of the Site and the marine environment is offered by staff and through interpretive panels around the Site.

Knowledge about the natural environment of Cape Spear comes primarily from a *Preliminary Natural Resource Reconnaissance and Evaluation* of the Site, prepared in 1979. This report identified changes to the physical and biological elements as a result of historical occupation and visitor use at the Site. An update of this information and assessment would assist managers to ensure the ongoing conservation of the natural values of the Site and improve the interpretation of natural features.

4.2 VISITORS AND VISITOR SERVICES

A. Visitation

Annually, an estimated 110 000[1] visitors come to Cape Spear NHSC, with 10 000 or more of them visiting the Site during the off-season, from mid-October to mid-May. Since the 1981 management plan, visitor numbers and visitor use patterns at Cape Spear NHSC have changed significantly:

- The number of annual visitors has more than tripled
- Canadians from outside Atlantic Canada are the largest group of visitors
- The proportion of visitors from the United States and other countries is increasing
- More visitors are arriving in groups, and more in the shoulder- and off-seasons
- The number of outdoor enthusiasts and eco-tourists is increasing
- A large and increasing number of visitors seek information about the Site through electronic media
- Cape Spear remains a popular destination for local residents, particularly for weekend outings

Visitors to Cape Spear NHSC may be grouped as follows:

General Touring

The majority of visitors to Cape Spear NHSC tour the region on their own or as part of a group, with Cape Spear NHSC being one stop in their exploration of the attractions in the St. John's and the southern Avalon region. This group includes the bus tour subgroups including the motor coach, cruise ship and convention segments. Visitation from these groups represents almost 20% of visitors to the Site and this figure is expected to grow substantially in the next few years.

Culture and Heritage Group

Representing approximately 27% of the Site's visitors, this group is attracted to Cape Spear NHSC for its historical significance, built heritage and cultural landscape.

Natural Heritage Group

Representing about 25% of the Site's visitors, this group comes to Cape Spear for its natural features. Including local residents, and the soft adventure and eco-tourists, these visitors often come out-of-season and early in the day to watch whales and seabirds. Hikers are attracted to Cape Spear for its links to a network of coastal hiking trails. These visitors are among the few who come prepared for the weather and the rough terrain.

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[1] Derived from parked vehicle counts.

Local Residents

Largely from the St. John's area, this group comes for family outings, particularly on weekends and during the seasonal migration of whales and icebergs. Residents are repeat visitors and enjoy picnicking, special events and touring the major features of the Site.

School and Youth Groups

School and youth groups form only a small percentage of the Site's visitors. The availability of French language materials and programming at Cape Spear NHSC attracts schools and other groups seeking French language services.

Within all groups, there is a segment of visitors with special needs, particularly with mobility limitations, who are seeking an outdoor experience. The number of visitors with special needs will likely increase as the Canadian population ages.

Non-visiting Audiences

Many Canadians are not able to visit Cape Spear NHSC. For those audiences, information is available about Cape Spear NHSC on the Parks Canada Web site, in publications, brochures and audio-visual media produced by Parks Canada and in literature and research papers that are available on request. The most significant non-visiting audiences are "virtual visitors," who learn about the Site through electronic media.

B. Visitor Services and Facilities

The 1981 management plan for Cape Spear NHSC set out direction for site development. Site development followed this guidance, and the following has occurred:

Heritage presentation and resource protection

- The 1835 lighthouse was restored and refurbished and is open to the public
- The Second World War battery was stabilized and interpretive signage put in place
- The 1950s lightkeeping residence was adapted as a visitor and interpretation centre

IMAGE 8. Visitor Reception Centre / Gift Shop. *Bill Hockey 2001*

Access and circulation

- A paved access road was constructed, leading to an enlarged parking lot
- Footpaths on the Site were upgraded or new ones developed
- A looped walkway from the parking lot to the main points of visitor interest areas was developed

Visitor services

- An orientation area near the parking lot was built
- Picnic areas were established
- New washrooms were built adjacent to the parking lot

A fee is charged to visitors who enter the 1835 lighthouse during the visitor season; currently, no fee is charged to visitors on the property beyond the lighthouse.

Parks Canada's Annual Visitor Information Program provides research on visitor satisfaction about the Site. Recent visitor surveys indicate that visitors are very satisfied with most aspects of the facilities and services offered at Cape Spear NHSC. During

IMAGE 9. Interior of Visitor Reception Centre / Gift shop. *Bill Hockey 2000*

the course of public consultation for this management plan, public comment revealed a desire for washrooms at different locations on the Site, better directional signage to the Site and a modest scale of events and programs.

Despite general visitor satisfaction, staff have identified the shortcomings of some of the visitor facilities. The former lightkeepers' residence/visitor centre requires repairs to address problems in the foundation wall, and may require other upgrades if changes in use are envisioned. Cape Spear NHSC as a whole lacks a reliable water supply. At present, water is trucked to the Site and held in underground storage tanks. A more reliable source must be found to service on-site facilities. The existing washroom facility may not be capable of meeting requirements for the increasing number of visitors. Hard landscape components such as curbs, paving, handrails, walkways and stairs are showing their years and in some cases require substantial maintenance. The security of contemporary assets is not a major concern when the Site is staffed. However, the risk of vandalism and theft increases when the Site is closed.

4.3 EXTERNAL RELATIONS

A. Promotion and Marketing

The Newfoundland East Field Unit of Parks Canada collaborates with Parks Canada colleagues at the national and regional levels on market research and the development of marketing material for out-of-province audiences.

Parks Canada has developed partnerships with provincial and local tourism promotion organizations and operators to market Cape Spear NHSC and heritage attractions in eastern Newfoundland to potential visitors. Cape Spear NHSC is a key attraction among a number of natural and cultural heritage tourism attractions in the region that collectively form a tourism destination. The other features in the region include other national historic sites, traditional Newfoundland cultural heritage experiences and natural heritage attractions, many of which are often packaged together. Parks Canada needs to continue to collaborate and develop links with local tour operators and those involved in the regional tourism industry, particularly with those specializing in packaged tours (e.g., of lighthouses).

B. Filming and Special Events

Demand for use of Cape Spear for film and photo shoots and for special events is growing. If managed appropriately, such events can help Parks Canada to meet its mandate and policy objectives for external communications by increasing public awareness of the Site, of the national historic sites system, and of Parks Canada. Requests for use of the Site for special events are assessed on an individual basis. National multimedia guidelines are used to respond to requests for filming at the Site.

4.4 WORKING WITH OTHERS

Continued partnerships and good relationships with others help Parks Canada meet site objectives. Parks Canada could consider offering increased services through agreements with non-profit organizations and the private sector. Currently, Parks Canada has a strong relationship with the Historic Sites Association of Newfoundland and Labrador, a non-profit cooperating association which operates the gift shop in the visitor centre, develops and promotes theme-related products, organizes and sponsors special events and programs and contributes to capital projects. As well, Parks Canada has well-developed relationships with associations, organizations and agencies who are responsible for the administration of land parcels within or around the Site, such as the Canadian Coast Guard and the City of St. John's, or who have an interest in the management and/or operation and interpretation of the Site, such as the East Coast Trail Association, the Coast Guard Alumni Association and local and regional tourism organizations.

5.0 Vision Statement

IMAGE 10. Rugged coastline and aerial view of Cape Spear Lighthouse. *Parks Canada 1994.*

In future, the commemorative integrity of Cape Spear National Historic Site of Canada will be ensured. Cultural resources related to the reasons for national significance and with other heritage values will be protected and presented in accordance with Parks Canada's *Cultural Resource Management Policy*. Research, evaluation, respect for historic value and monitoring will inform all actions that affect cultural resources. The natural values of the Site, such as its marine and terrestrial environment and geographic position, will be acknowledged and respected in the management of the Site.

The communications and heritage presentation program for the Site will present the messages of national significance and other heritage values in a comprehensive and interesting manner. Visitors and the general public will understand that the Site is part of a system of national historic sites and that the Cape Spear lighthouse is Newfoundland and Labrador's oldest existing lighthouse and is both an example of a design common on Canada's east coast and illustrates elements of British classical architecture. Visitors will gain an understanding of the role of Cape Spear lighthouse in the 19th and 20th centuries and an understanding and appreciation of the life of lighthouse keepers and their families. Visitors will understand that Cape Spear's geographic location was favoured for construction of a coastal defence artillery battery, built and garrisoned by Canadian troops during the Second World War.

With its striking blend of cultural and natural resources, and its unique geographic location, Cape Spear National Historic Site of Canada will be a key tourist attraction for St. John's and the eastern Avalon Peninsula. Local residents will continue to appreciate and enjoy the Site and it will contribute to sustainable tourism in the region. Other Canadians will have access to the Site and learn more about it through the Parks Canada Web site and through other new media. Parks Canada will develop productive working relationships with other government agencies and interest groups as well as local communities and the private sector in the future management of the Site. Cape Spear National Historic Site of Canada will continue to serve as a national symbol, instilling pride in our maritime heritage and enhancing Canadian identity.

6.0 Management Goals and Actions

IMAGE 11. Lantern Dome, Cape Spear Lighthouse. *Bill Hockey 2001.*

Parks Canada's mandate is to protect and present nationally significant examples of Canada's natural and cultural heritage, and to foster public understanding, appreciation and enjoyment in ways that ensure the ecological and commemorative integrity of these places for this and future generations. To achieve this mandate at Cape Spear NHSC, Parks Canada has developed management direction that will guide site managers during the next five to ten years.

The proposed strategy and actions for Cape Spear NHSC are guided by the vision statement and by the following Parks Canada Agency's strategic objectives:

- Ensure commemorative integrity as a first priority
- Educate Canadians and international visitors about the Site
- Provide visitors with appropriate services to enable them to enjoy and appreciate the Site, and to ensure that the associated levels of impact are minimized, and
- Focus management on effective decision making and results-based management.

Where this management plan does not address an issue, the Parks Canada *Cultural Resource Management Policy* and its principles will guide decisions.

6.1 HERITAGE PROTECTION

Protecting cultural resources is one of the primary elements of commemorative integrity. Heritage protection involves ensuring that all of the Site's cultural resources and their associated values are respected, including those resources that are not directly related to national historic significance. These values and the conditions under which they will not be impaired are described in the commemorative integrity statement for the Site.

A. Protecting Level I Resources: 1835 Lighthouse

The 1835 lighthouse and some structural remains uncovered during its restoration constitute the Level I resources of Cape Spear NHSC, or resources directly related to the Site's national historic significance.

The commemorative integrity statement provides objectives, which if met ensure the commemorative integrity of the 1835 lighthouse. The lighthouse must be:

- Stable and protected from deliberate, incidental or cumulative damage from human or natural processes
- Maintained in its original location
- Not affected by developments or activities that are insensitive or incompatible with its heritage character
- Monitored and maintained according to Parks Canada's *Cultural Resource Management Policy* and *Collections Management Standards*
- Understood and appreciated by all of those whose decisions and actions affect its management

- Understood and appreciated by as many Canadians as possible

Since its restoration in the 1970s, the architectural (structural, exterior and interior) elements of the lighthouse have been well-maintained and cared for; the resource is in stable condition. Parks Canada should continue to maintain the structure of the lighthouse while maintaining the values identified in the commemorative integrity statement and the FHBRO heritage character statement. Ongoing protection and maintenance efforts will build on the accumulated knowledge of the Site and use best practices to ensure effective and efficient management. To this end, a Site Dossier will be created. The Site Dossier will centralize and improve access to the records and documentation about changes and interventions to Level I cultural resources at Cape Spear NHSC, to ensure continuity in information and support future decision making. The Site Dossier should consist of complete sets of documents, drawings, maps, photographs, archaeological reports and any associated records relating to research, evaluation, action and management decisions that have been taken. Making the Site Dossier available in electronic form will give managers ready access to information.

Parks Canada must prepare for potential new threats to the commemorative integrity of the resources, by assessing risk of threats and planning timely responses. Direction for the ongoing protection and maintenance of the built heritage resources, including the 1835 lighthouse and the lightkeepers' residence/visitor centre, and of the historic objects of Cape Spear NHSC should be elaborated in a Conservation and Maintenance Plan. The plan should provide clear direction on appropriate maintenance and monitoring of the resources to ensure commemorative integrity in the long-term.

New developments (and possibly even activities or events) may detract from or overwhelm the architecture of the 1835 lighthouse or impair views to and from it. Viewplanes important to the Site for its role in marine navigation (e.g., to and from the 1835 lighthouse and Signal Hill, the Narrows, the Fort Amherst Lighthouse and St. John's Bay), and of the lighthouse from its landward approaches that highlight the Site's isolation need to be carefully considered when planning development on or around the Site. The increased interest in developing the region surrounding Cape Spear NHSC requires that Parks Canada work with agencies responsible for planning and developing those lands, to ensure respect and appreciation for the viewplanes and other valued aspects of the Site

Goal:

To ensure that the heritage values of the Level I resources of Cape Spear NHSC are maintained, ensuring the sound physical condition of the resources, timely and effective response to threats, and an appropriate extended landscape setting for the resources

Actions:

Parks Canada will:

- Create a Site Dossier, including updated information about current and past management decisions and actions affecting the Site's historic structures and other in-situ cultural resources
- Develop and implement a Conservation and Maintenance Plan for the built heritage and historic objects of the Site
- Assess proposed site developments using the Site's commemorative integrity statement and Parks Canada's *Cultural Resource Management Policy*; assess and mitigate visually obtrusive site elements as they are recapitalized or replaced
- Provide input to the planning processes of other municipal, provincial and federal agencies to encourage land use adjacent to the Site that is compatible with the Site's commemorative integrity values
- Integrate the heritage values associated with the historic structures into the Site's heritage presentation program

B. Protecting Other Cultural Resources

Apart from those cultural resources related to its national significance, Cape Spear NHSC possesses other resources with heritage and other values. The Level II resources are

associated with other aspects of the Site's history, or relate to its lightkeeping history beyond the period commemorated at the 1835 lighthouse.

Level II resources can be grouped into four broad categories:

- Lightkeeping and its Evolution
- Second World War Defence
- Traditional Use
- Historic Objects

Lightkeeping and its Evolution

Lightkeeping at Cape Spear started in 1836 and continues to the present day. The original 1835 lighthouse was subjected to a variety of alterations over time. The surrounding property was modified to accommodate activities and infrastructure associated with lightkeeping at Cape Spear and the families that resided there. In 1955, lightkeeping operations moved to a new lightkeeping complex not far from the original lighthouse. The new complex consisted of a concrete light tower, two residences and associated outbuildings.

The Level II cultural resources associated with lightkeeping are associated with: the evolution of lightkeeping at the site; the life and lifestyles of lightkeepers and their families; the support and infrastructure needed for lightkeeping; and the strong connection of the site to the Cantwell family. Ensuring that these values are respected will require Parks Canada to: communicate more about the Site's lightkeeping history; monitor archaeological remains associated with lightkeeping and protect landscape vestiges associated with lightkeeping; make accessible information about the archaeological collection; and coordinate with the Coast Guard to ensure that the values associated with the contemporary lightkeeping complex are respected.

Goal:

To ensure that the heritage values of the resources associated with lightkeeping at Cape Spear are protected and communicated

IMAGE 12. Courtesy of the Cantwell Family.

Actions:

Parks Canada will:

- Develop and implement a Conservation and Maintenance Plan for the built heritage and historic objects of the Site
- Submit the former lightkeepers' residence/visitor centre to FHBRO for evaluation; work with Coast Guard Division of Fisheries and Oceans Canada to submit those components of the contemporary lightkeeping complex under their ownership for FHBRO evaluation
- Explore with Coast Guard Division of Fisheries and Oceans Canada ways to manage those components of the contemporary lightkeeping complex under their ownership with consideration for the structures' values as a complex, representative of the evolution of lightkeeping at Cape Spear and respecting other heritage features identified through the FHBRO evaluation
- Ensure the appropriate protection and management of site archaeological resources and landscape vestiges associated with lightkeeping and defence by establishing and maintaining an inventory of the resources, monitoring the resources and respecting these resources in site planning and management

- Incorporate the evolution of the Site's lightkeeping history into the on-site heritage presentation experience

Second World War Defence

As one end of a direct route from Europe to the North American continent, Cape Spear played a crucial role during the Second World War. As Fort Cape Spear, the site witnessed the construction of a coastal defence battery equipped with two 10" guns, responsible for protection of the approaches to St. John's Harbour. From 1941 to 1945, Canadian and American troops were stationed at Fort Cape Spear. Barracks, mess halls and canteens built during this period were demolished following the war, but the gun emplacements, gun barrels and some other remnants of the era remain. Two remaining 10" gun barrels, mounted on wooden sleepers and located in the gun emplacements, are in good condition and stable.

Although much has been done in the past to repair and stabilize sections of the Second World War battery, Parks Canada will need a more concerted approach to ensure the integrity of the resource in the long-term. Specialists with engineering expertise will need to assess the condition of structures and recommend remedial responses. The evaluation should provide insight into the process and causes of deterioration, and conservation options should be offered that consider public safety, heritage presentation, wise and efficient use of funds and environmental stewardship.

Cape Spear NHSC contains other military remains that are distinct from the landscape vestiges associated with lightkeeping. These remains include various buildings, roads and site service systems dating from its occupation for defensive purposes. For the most part, military use of the site did not encroach on its lightkeeping operations. Parks Canada should identify and inventory these vestiges to ensure their protection.

Goals:

To protect and communicate the heritage values of the resources associated with defence at Cape Spear NHSC

IMAGE 13. Gun Emplacement #2. *Pam Constine 2000*

Actions:

Parks Canada will:

- Continue to monitor, maintain and manage the two 10" gun barrels as integral components of the Second World War coastal defence complex
- Evaluate conservation options for the stabilization of the Second World War coastal defence complex
- Ensure that Second World War landscape vestiges are located, understood and integrated into site planning
- Ensure that Cape Spear's Second World War history is incorporated into the Site's heritage presentation program

Traditional Use

As was typical of most of coastal Newfoundland prior to the development of roads, access to Cape Spear from adjacent communities was by boat or by foot. Remnants of the pathways and trails that connected Cape Spear to adjacent communities and to a system of coastal trails still exist. This trail system is valued as a representation of the links and connections of Cape Spear to adjacent communities. Portions of the trail system occur on Parks Canada administered property.

To ensure respect for the heritage values of those portions of the trail within the administered property of Cape Spear NHSC, Parks Canada should work with organizations with an interest in the trail system, such as the East Coast Trail Association. Parks Canada will need to consider and plan for: protection of cultural resources of the Site; public safety on the trails near the coastline and along the road;

environmental stewardship for trails that are near sensitive natural areas; the heritage presentation experience; and site orientation at trailheads.

Goal:
To ensure that the portions of the historic coastal trail system at Cape Spear NHSC are protected and, where appropriate, incorporated into the broader trail system, without impairment of the Site's heritage values

Actions:
Parks Canada will:
- Work with external agencies or organizations to ensure that heritage values of Cape Spear NHSC are understood and respected
- Strive to link the extended coastal trail system into site development planning and the on-site heritage presentation offer

Historic Objects
A number of historic objects commemorate and present Cape Spear NHSC, including the curatorial resources located in the lighthouse and the visitor centre, the archaeological collection located in a secure facility and plaques and monuments located on-site. Efforts should continue to ensure an appropriate level of collections management and afford ready access to information about the collections.

The curatorial collection illustrates and creates a sense of place inside the 1835 lighthouse that helps visitors appreciate the age of the lighthouse and the conditions under which the lightkeeping families lived. Since the interior refurbishment, Parks Canada has developed new policy direction for ensuring commemorative integrity at national historic sites. The refurbished interior of the lighthouse, along with other heritage presentation efforts at the Site, may not effectively present the messages identified in the commemorative integrity statement for the Site. The role of the interior presentation of the lighthouse should be reexamined as part of a comprehensive review of the heritage presentation offer at Cape Spear NHSC, to ensure that the refurbished interior and historic objects are successfully conveying the national historic significance of the Site.

IMAGE 14. Part of the curatorial collection, kitchen, Cape Spear Lighthouse. *Pam Carstine 1997.*

Cape Spear will continue to have importance to people as a place to remember those whose lives have been lost at the Cape or at sea. Parks Canada should continue to work with individuals and groups who have erected monuments, to ensure an appropriate use of the Site while ensuring that commemorative integrity of the Site is not impaired. Consistent national guidelines for such commemorations should be developed for all national historic sites and national parks.

Goal:
To protect and communicate the heritage values of historic objects that commemorate and present the national historic significance and other values of Cape Spear NHSC

Actions:
Parks Canada will:
- Continue an annual inventory and evaluation of the curatorial and archaeological collections, and plaques and monuments, involving appropriate expertise as required in decisions affecting the historic objects
- Ensure the commemorative integrity of historic objects that contribute to the on-site heritage presentation offer, as part of a comprehensive evaluation of the heritage presentation program
- Develop and implement a Conservation and Maintenance Plan for the built heritage and historic objects of the Site;

develop and implement a Disaster Emergency Response Plan for historic objects that includes assessment of risk from threats including fire and that addresses security needs
- Participate in the development of national guidelines for commemorations by others at national heritage protected areas

C. Natural Values

Aside from its cultural and historic significance, Cape Spear NHSC possesses rich natural heritage values. Parks Canada is committed to the management of natural values at national historic sites under its administration. Current policy and legislation provide Parks Canada with clear direction for managing natural resources within the Agency's jurisdiction, for bringing ecological considerations into decision making and for assessing plans and development. Parks Canada recognizes the effects that human use and site development can have on the natural environment, and efforts are made to minimize impairment of the natural values of national historic sites as much as possible.

To have a sound understanding of the natural heritage of Cape Spear and of cumulative impacts of human use on the Site, knowledge about the Site's natural resources should be updated. A revised Natural Resource Inventory and Evaluation should be prepared. The report should provide information about the natural values of the Site (including observed changes to the natural environment of the Site since its last assessment, and identification of features of special natural significance) and an assessment of threats to these values. The report will inform protection and heritage presentation efforts and serve as a basis for further research or for environmental assessment of site development.

Goal:

To ensure that the natural heritage values of the administered property of Cape Spear NHSC are protected and respected in decisions made affecting the Site

Actions:

Parks Canada will:
- Update the Natural Resource Inventory and Evaluation for Cape Spear NHSC
- Manage Cape Spear NHSC with respect for its natural heritage values, in accordance with the *Parks Canada National Parks Policy* and the *Parks Canada Cultural Resource Management Policy*
- Incorporate natural heritage values into the Site's heritage presentation experience

6.2 HERITAGE PRESENTATION

Cape Spear NHSC's heritage presentation program consists of activities, facilities, products and services that promote awareness of the Site as part of Canada's network of national parks, national historic sites and national marine conservation areas, and that foster the enjoyment, appreciation and understanding of the Site's history and heritage resources. With a focus on education and understanding, heritage presentation activities are aimed both at site visitors and off-site audiences.

At Cape Spear NHSC, there are two key messages of national significance around which the heritage presentation program should be designed:

- **Cape Spear lighthouse is of national historic significance because of its age**
- **Cape Spear lighthouse is of national historic significance because of its architecture**

Commemorative integrity will be ensured if:
- Visitors understand and appreciate the messages of national historic significance and the Site's other heritage values
- Canadians have opportunities to understand and appreciate the messages of national historic significance through outreach programs and activities
- The Site's messages and the cultural resources are presented with integrity according to Parks Canada's *Cultural Resource Management Policy*

- The Site's messages are presented through a variety of effective programs and activities appropriate to its visitors and off-site audiences
- The Site's other heritage values are presented in ways that do not overwhelm the messages of national historic significance
- Methods to measure the effectiveness of communication are in place

A. On-Site Heritage Presentation

Parks Canada should improve the delivery of the Site's messages through an improved on-site heritage presentation program for Cape Spear NHSC. The program should provide visitors with a sound orientation and introduction to the Site, and should successfully present to visitors Parks Canada's national messages, and messages associated with the Site's national historic significance and other values. In general, on-site heritage presentation will be experiential; the Site's cultural resources, natural features and views will provide the experience, while interpretive media and personal programming will provide opportunities for understanding.

IMAGE 15. Steps from contemporary Light Tower to Gun Emplacement #2. *Pam Constine 2000.*

The on-site heritage presentation program at Cape Spear NHSC will be improved to include the following elements:

- Views of the 1835 lighthouse in its context on approach to the Site; signs will provide a sense of arrival to the Site
- An enhanced orientation area at the parking lot will be used to provide information on Parks Canada's national system of heritage protected areas, to provide an introduction/orientation to the Site by staff, payment of fees, provision of Site touring material, provision of information to those with mobility challenges
- Self-guided tours of the Sitethat incorporate key viewpoints and interpretive panels will be directed by a brochure and possibly an audio tour
- Guided tours of the 1835 lighthouse
- Pedestrian access to the Site's major features, using traditional roads and pathways where appropriate
- Enhanced experiences for those with mobility challenges

All visitors, particularly those who arrive independently, will be encouraged to make use of all aspects of the heritage presentation program.

Increasingly, visitors with special needs will visit the Site. Efforts should be made to better accommodate those with mobility or other challenges. Visitors with special needs will find information about the Site at the enhanced orientation area with better orientation to the more accessible points of the Site, such as the Second World War coastal defence complex and the most easterly point of land.

For those visitors arriving as part of a commercial bus tour or with other organized group tours, pre-trip information will be developed and provided to tour operators prior to the operating season. Bus tour groups will be greeted and given a short presentation by site staff at the enhanced orientation area. Tour groups will be made aware of Cape Spear NHSC's Web site and school groups will be encouraged to participate in outreach programming activities for national historic sites before or after their site visit.

For those aiming to enjoy the natural heritage of Cape Spear, efforts will be made to ensure their safe use of the Site and to impart an appreciation of the Site's history as well as its natural heritage values. Interpretive media, programming and signs at coastal trailheads will remain in place year round. Information will be provided about the Site's natural heritage values to organizers and operators serving natural heritage tour groups.

Goal:
To provide ample opportunities for heritage presentation on-site, to convey the nationally significant messages of the Site to all visitors through personal programming and other media

Actions:
Parks Canada will:

- Review and assess the current heritage presentation offer, identifying shortcomings in conveying nationally significant messages of the Site
- Develop a Heritage Presentation Plan framed by the interpretive approach, that fills gaps and refocuses efforts to communicate nationally significant messages and other values of the Site
- Revise and upgrade non-personal programming on-site, as necessary, in accordance with the Heritage Presentation Plan
- Explore additions to personal programming, such as costumed animation, with partners in accordance with the Heritage Presentation Plan
- Develop an enhanced orientation area that contributes to the objectives of the Heritage Presentation Plan

B. External Relations

External relations activities are part of a continuum that crosses several functional areas and includes: corporate communications, communicating with potential visitors, the travel trade and the media, and off-site public education and heritage presentation. Parks Canada's external relations efforts are guided by *Engaging Canadians: Parks Canada's Strategy for External Communications*. This strategy strives to ensure consistency and cohesion in Parks Canada's communications efforts.

Public Education and Outreach

Cape Spear NHSC's outreach program will be designed to present Parks Canada's national messages, the messages of national significance of the Site and other heritage values to non-visitors through a Web site and national historic site outreach programs.

Virtual Visitors

A fully developed Internet presence will be put in place for Cape Spear NHSC as part of the national Parks Canada Web site. The Web site will provide the information required to plan a visit to the Site and offer links to the Web sites of nearby heritage attractions. The Web site will be a useful tool for training Parks Canada's seasonal employees and for providing information to staff at other federal, provincial and municipal sites and tourism venues.

Schools

A comprehensive school program will be developed and marketed to schools in the region, building on recommendations of the *Heritage Outreach Program Report* (1999)[1] and in collaboration with the Parks Canada National School Curriculum Program. Programs will be developed to fit the local school curricula and school class audiences, and will be well-promoted. The Historic Sites Association of Newfoundland and Labrador has produced a series of heritage posters, which are used as part of an in-class school program. These posters and an outreach program for school classes will form elements of this comprehensive school program.

Other Audiences

Parks Canada will continue to make information available to those seeking to learn more about the Site and will encourage those who are producing related educational and promotional materials at the local and national level. The production of appropriate brochures, publications, films/videos, artwork and images by Parks Canada for use nationally or by partners will be guided, encouraged and supported.

Goal:
To offer outreach opportunities to non-visiting audiences to allow them to learn about Cape Spear NHSC

Actions:
Parks Canada will:

[1] Prepared as a joint project between Parks Canada and the Historic Sites Association of Newfoundland and Labrador

- Develop a comprehensive school program in conjunction with local school curricula and the Parks Canada National School Curriculum Program
- Improve the Cape Spear NHSC Web site to serve as the primary external relations tool and as a source of information to visitors (including pre-arrival/trip planning information), students and teachers about the Site, other related sites and attractions and other related links
- Guide, encourage and support the development of material by Parks Canada or by others that provides information about the system of national heritage protected areas, Cape Spear NHSC or on themes related to the heritage values of the Site

IMAGE 16. Costumed Interpretation at the Second World War Defence Complex. *Dave Taylor 1989.*

Marketing and Promotion

Marketing and promotion serve to communicate information about Cape Spear NHSC to potential visitors, the travel trade and the media. Cape Spear NHSC enjoys a relatively high level of visibility in the tourism domain. Its coastal scenery and sense of isolation in such close proximity to a major urban centre attract the film and advertising industries. Parks Canada should continue to assess requests for use of Cape Spear NHSC for such special events or filming, with the assistance of available national guidelines and at the discretion of the site managers, to ensure that special use of the Site is aligned with the interests of Parks Canada for the Site while safeguarding commemorative integrity.

Visitation levels at Cape Spear NHSC are expected to increase, even independent of Parks Canada's marketing efforts. Therefore, marketing efforts will not aim to further increase visitation levels, but rather will aim to ensure that visitors have the information, knowledge and understanding they need to enjoy, appreciate and feel a sense of ownership of Cape Spear NHSC and the Parks Canada system.

Successful marketing and promotion of the Site will result in visitors developing appropriate expectations and understanding of Cape Spear NHSC prior to their arrival. Visitors will be aware of safety considerations and be prepared for potential weather change. Visitors will come to Cape Spear NHSC understanding the Site's place in Canada's family of special heritage places, and Parks Canada's stewardship of these sites.

Parks Canada will target specific audiences with marketing and promotional efforts, both at the local and national levels. Efforts will be made to refresh the visitor experience at Cape Spear NHSC through packaging and partnerships. Parks Canada continues to strive to educate others who market the Site to be respectful of Parks Canada messages.

Goal:

To market and promote Cape Spear NHSC to ensure that visitors have the information, knowledge and understanding they need to enjoy, appreciate and be engaged by the Site and the Parks Canada system of national heritage protected areas

Actions:

Parks Canada will:

- Revise and update Cape Spear NHSC marketing information for both internal and external use to better suit target audiences, to reflect site, corporate and system messages and to incorporate public safety messages
- Cross-promote Cape Spear NHSC with other heritage attractions in the region and at other Parks Canada sites
- Work on an ongoing basis with others involved in tourism marketing or provision of tourism services in the

province to ensure their marketing efforts are respectful of Parks Canada's objectives and the national historic significance of Cape Spear NHSC

- Improve the Cape Spear NHSC Web site to serve as the primary external relations tool and as a source of information to visitors (including pre-arrival/trip planning information), students and teachers about the Site, other related sites and attractions and other related links

IMAGE 18. Public safety is an important consideration at the Lookout. *Dave Taylor 1992*

6.3 VISITATION AND VISITOR SERVICES

A. Facilities, Services and Operations

Parks Canada is responsible for appropriate use of the resources and administered property of Cape Spear NHSC. The services and facilities available at the Site support appropriate use of the Site, increasing visitor enjoyment, comfort and appreciation of the Site while minimizing impairment of the cultural resources or natural values.

Decisions about the level of visitor services and associated facilities are based on requirements for heritage presentation, heritage protection, public safety and accessibility. Facilities at Cape Spear include an orientation area, washrooms, lookouts

IMAGE 17. Visitors seek access to prime viewpoints. *Dave Taylor 1990*

and trails, as well as the cultural resources of the Site and infrastructure supporting the heritage presentation program. Structures and facilities must meet design and safety standards, any environmental impacts of development must be mitigated, while being cost-effective in their construction and maintenance. Once in place, they must meet accepted standards for security, health and safety.

A Site Development Plan will be prepared. This Plan will assess the adequacy of the current service offer, consider any risks the current service offer poses to ensuring commemorative integrity at the Site, and recommend facility recapitalization and new site development as appropriate. The Plan will consider: elements that are not in visual harmony with the Site or do not meet public safety or accessibility standards; human use patterns that impair the cultural and natural resources and challenge delivery of interpretive messages; need to improve water and wastewater management and provide limited shelter; modern mechanical and electrical systems, ensuring they meet required standards and Parks Canada's projected needs; implications to the Site of development of surrounding lands; and enhancement of the orientation area to serve expanded functions, such as serving as the entry fee point for the entire Site.

Measures should be in place to ensure site and facility security, including the protection of the Site's cultural resources, natural values and contemporary assets from such risks as fire, theft and vandalism.

Public safety is a key requirement. Extra efforts should be made to ensure the public is aware of safety considerations prior to and at the start of their visit. The Site's Public Safety Plan should be updated and revised to include appropriate responses to public safety issues and will be familiar to all staff.

Goal:
To provide a level of services and facilities appropriate to Cape Spear NHSC and to visitor demand, meeting health and safety standards and site security while ensuring commemorative integrity of the Site

Actions:
Parks Canada will:

- Develop a Site Development Plan that assesses existing facilities and services, and recommends action to recapitalize facilities and provide new facilities or services at Cape Spear NHSC
- Continue to ensure that all structures administered by Parks Canada meet fire and health and safety standards for visitors and for staff
- Strive to ensure public safety at Cape Spear NHSC, by communicating messages to visitors on-site, using outreach and marketing to prepare prospective visitors for their visit, and update and implement the Public Safety Plan
- Evaluate and/or screen any new developments or operational activities in light of the Site's commemorative integrity statement, Parks Canada's *Cultural Resource Management Policy* and the *Canadian Environmental Assessment Act*

B. Research, Monitoring and Evaluation

Information about site-specific, regional and national tourism and travel trends and visitor preferences can help Parks Canada to modify a site's services and programs to meet visitor needs and Parks Canada priorities. Sound understanding of visitation, visitor needs and expectations and circulation patterns at Cape Spear NHSC will help determine whether the heritage presentation program effectively communicates key messages to intended audiences, and whether services and facilities meet visitor demand while not impairing the commemorative integrity or the natural values of the Site. Research can also help determine target audiences for marketing and promotion.

The level of understanding of visitors and visitor needs could be improved. Existing mechanisms work well, but are limited to specific areas of the Site. Little is known about off-season visitation and for the Site as a whole. Parks Canada's Visitor Information Program has been and will continue to be an important means to learn about site visitors and the effectiveness of the site offer. Site-specific information will be collected through on-site tools such as visitor counts, surveys, comments and evaluations. Broader trends for national historic sites at the regional or national levels will be tracked by Parks Canada and others; the site staff will contribute as possible in these broader efforts. A Visitor Use Study should be undertaken to specifically assess the appropriateness of services, facilities and operations in light of visitor use patterns and visitation levels. Audiences for specific outreach programs, such as school groups, will be evaluated by means of participant surveys and evaluations. The Cape Spear NHSC Web site will assist in visitor research, by tracking use of the Web site and collecting comments from Web site visitors.

Goal:
To continue to assess and monitor visitor use patterns, preferences and trends at the local, regional and national levels and to use this information for decision-making regarding the heritage presentation program, visitor service offer and external relations efforts of Cape Spear NHSC

Actions:
Parks Canada will:

- Develop a plan to establish a comprehensive and consistent means of gathering visitor information and evaluating on-site and outreach interpretation, during the summer, winter and shoulder seasons. Visitor satisfaction surveys and comment cards and other means will be used. Parks Canada will undertake a Visitor Use Study at Cape Spear NHSC to determine if the current level of services meet visitor needs
- Continue to work with others to learn more about tourism and travel trends at the regional and national levels

6.4 WORKING WITH OTHERS

Partnerships are vital for Parks Canada, particularly in the delivery of services beyond the Agency's core mandate. Currently at Cape Spear NHSC key partnerships have been developed with: the Historic Sites Association of Newfoundland and Labrador, the cooperating association that provides retail service at the Site under licence; the Coast Guard Alumni Association, which manages the building housing a lighthouse exhibit; Coast Guard Division of Fisheries and Oceans Canada, which owns and administers an enclave complex of modern lighthouse buildings within the Site; surrounding land owners and land use authorities, including the City of St. John's, who influence the use and development of the geographic context of the Site; and with tourism and heritage organizations and tourism operators who collaborate in promoting and marketing the Site, and providing the broader tourism offer in the St. John's region.

Expanded partnerships will be explored to provide animated interpretation or special programs at the Site. Such additions to the current on-site heritage presentation program cannot be offered without the participation of external organizations. Work needs to continue with those responsible for lands surrounding the Site, or within the broader geographic context to ensure the valued viewplanes and sense of isolation are maintained. Parks Canada must continue to make use of opportunities to participate in planning for land use and development of adjacent properties. Further efforts should be made to continue to develop Cape Spear NHSC as a "must-see" destination, where visitors are prepared for their visit and view the Site as one of a number of heritage attractions in the region.

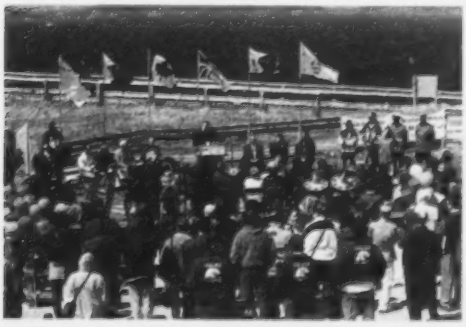

IMAGE 19. Special events at Cape Spear NHSC bring together partners and supporters. *Dave Taylor 2000*

Goal:

To work collaboratively and cooperatively with others to ensure the commemorative integrity of the Site, the provision of appropriate services at Cape Spear NHSC, and to ensure that in turn the Site forms an integral component of the regional heritage attraction offer

Actions:

Parks Canada will:

- Continue to build on and support the current partnership with the Historic Sites Association of Newfoundland and Labrador
- Seek partnerships for new initiatives identified in this plan, with a priority on activities and actions that contribute to achieving commemorative integrity
- Consult and involve site partners in proposals that affect their operations
- Explore options for management of the property currently located within Cape Spear NHSC owned by Fisheries and Oceans Canada

7.0 Plan Implementation

IMAGE 28: Cape Spear NHSC at sunrise. *André Cornellier 1999*

The management plan provides long-term direction for Cape Spear NHSC. The management plan also provides a framework for more detailed planning, investigation and decision-making. Management and operation of Cape Spear NHSC is the responsibility of the Parks Canada Newfoundland East Field Unit. The Field Unit Superintendent is accountable for ensuring that actions proposed in the management plan are implemented.

Implementation of the elements within the management plan depends on the availability of financial resources, determined through the Field Unit's annual sustainable business planning process. Parks Canada's financial capacity faces mounting internal and external pressures. As a result, Parks Canada has placed increasing emphasis on the need for Field Units to ensure that annual business plans are sustainable for park and site operations and management, and for future plans and partnerships.

Management actions in this management plan are linked to the service lines of the Field Unit's sustainable business plan. Broad timing of implementation of management direction has been indicated below; the annual sustainable business plan review will further prioritize the implementation of management direction, and capture any change in Field Unit or national priorities. Implementation of actions will be reported through reports on the Field Unit's annual sustainable business plan performance and through Parks Canada's *State of Protected Heritage Areas Report*, which is periodically updated.

The level of interest and the constructive comments provided by the public during the course of this Management Plan Review indicated confidence in Parks Canada's proposed management direction for Cape Spear NHSC and a particular interest in future developments in the heritage presentation program, protection of the Second World War coastal defence complex, and cross-promotion with other heritage attractions in the region. The ongoing implementation of the management plan will be communicated to the public through timely and appropriate mechanisms.

This management plan will guide Parks Canada's partnership activities for Cape Spear NHSC when agreements and licences are developed. The Site's major partners will continue to be consulted in relation to activities or plans that affect them.

Management Plan Implementation Schedule

■ *Indicates projects to be undertaken within the five year period specified.*

Component	Project	5 Year Sustainable Business Plan Period	
		1st Period	2nd Period
Heritage Protection	Create a Site Dossier	■	■
	Develop and implement a Conservation and Maintenance Plan for the built heritage and historic objects of the Site	■	
	Develop and implement a Disaster Emergency Response Plan for historic objects	■	
	Submit the former lightkeeping complex to FHBRO for evaluation	■	
	Establish and maintain an inventory of the cultural resources associated with lightkeeping	■	
	Ensure that Second World War landscape vestiges are located, understood and integrated into site planning		■
	Evaluate conservation options for the stabilization of the Second World War coastal defence complex	■	
Heritage Presentation	Review and assess current heritage presentation offer, identifying shortcomings in conveying nationally significant messages about the Site	■	
	Develop a Heritage Presentation Plan framed by the interpretive approach, that fills gaps and refocuses efforts	■	
	Revise and upgrade non-personal programming on-site, as necessary, in accordance with the Heritage Presentation Plan		■
	Develop a comprehensive school program in conjunction with school curricula	■	
	Improve the Web site	■	
	Revise and update marketing information	■	
	Develop an enhanced orientation area that contributes to the objectives of the Heritage Presentation Plan	■	
Visitor Services	Develop a comprehensive and consistent means of gathering visitor information, capturing summer, winter and shoulder season visitation; undertake a Visitor Use Study		■
	Develop a Site Development Plan	■	
	Ensure that all structures administered by Parks Canada meet fire and health and safety standards for visitors and for staff	■	
	Update and implement the Public Safety Plan	■	
Management of Parks Canada	Update the Natural Resource Inventory and Evaluation	■	
	Seek partnerships for new initiatives identified in this plan, with a priority on activities and actions that contribute to achieving commemorative integrity	■	■

8.0 Impact Evaluation and Environmental Assessment

A strategic environmental assessment is required of federal initiatives submitted to Cabinet or the Minister for consideration, to determine environmental impacts and to identify mitigation measures where a potential impact is expected (1999 *Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals and Parks Canada's Guiding Principles and Operational Policies).* Accordingly, a strategic environmental assessment of the *Cape Spear National Historic Site Management Plan Final Draft* was undertaken.

The strategic environmental assessment found that potential stresses to the natural landscape features and processes at Cape Spear NHSC have been anticipated in this management plan, and strategies and actions identified to mitigate any impacts.

A potential stress beyond the control of Parks Canada is development outside the boundaries of Cape Spear NHSC; such development may affect the Site's sense of remoteness. In order to address this external stress, efforts will be made to inform and educate responsible authorities, landowners and other stakeholders of the impact such development would have on the Site. Parks Canada will also work with agencies responsible for regulating development, such as the City of St. John's.

Within the Site, visitor use is expected to increase in the coming years. Appropriate site planning and design will be used to minimize impact of increased visitor use; particularly, upgraded trails and walkways will be used to direct visitor flow and confine impact to designated areas of the Site. A Visitor Use Study will examine vehicle and pedestrian access and circulation at the Site to assess increase in demand, changes in patterns and anticipate future environmental impacts.

As specific projects in this plan are further defined and detailed, they will be assessed as required under the *Canadian Environmental Assessment Act.* Environmental screenings and assessments may be required at various stages of project planning, assessing individual and cumulative impacts.

Proposed site development at Cape Spear NHSC is limited for the most part to upgrading or adapting existing infrastructure; for this reason, it is expected that environmental impacts associated with these activities will be minimal.

Projects identified in this Management Plan that will trigger specific environmental assessment include:

- Stabilization of the Second World War coastal defence complex
- Enhancement of the orientation area
- Potential upgrading of the washroom facility, sewage treatment and water supply systems
- New trail development

Acknowledgements

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APPENDIX 1

Inventory and Evaluation of Cultural Resources

Description	Level	Explanation
Built Resources		
1835 Lighthouse	I	
Structural remains of original lighthouse	I	
Structural remains of lighthouse additions, fence and privy	II	
Fence and Privy	Other	
Signalling Mast Other		
Contemporary Lighthouse Complex	II	Light tower, lightkeepers residence, assistant keeper residence, two sheds, fog horn building, radio tower
Second World War Battery	II	Concrete bunkers, two gun emplacements, two 30-ton gun barrels, ready room, magazine, connecting trenches
Landscape		
Designated Place - Footprint of 1835 lighthouse	I	
Footprints of additions to the original lighthouse	II	
Footprints and remains of ancillary structures	II	
Evidence of pathways and roadways	II	
Evidence of agricultural activities	II	
Plaques and Monuments		
Historic Sites and Monuments Board Plaque	II	
Memorial Cross	II	
Plaque Commemorating Site Opening	II	
Archaeological Collection	II	Approximately 300 pieces of ceramics, glass, faunal material, leather, smoking pipes and miscellaneous artifacts recovered from excavations in 1976 and 1978 and from surface collection in 1983
Curatorial Collection		
Period artifacts and furnishings in 1835 Lighthouse	II	
Reproduction artifacts and furnishings	Other	
Other objects	II	Game Board, oil can, funnel, Cape Spear souvenir collage

APPENDIX 2

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